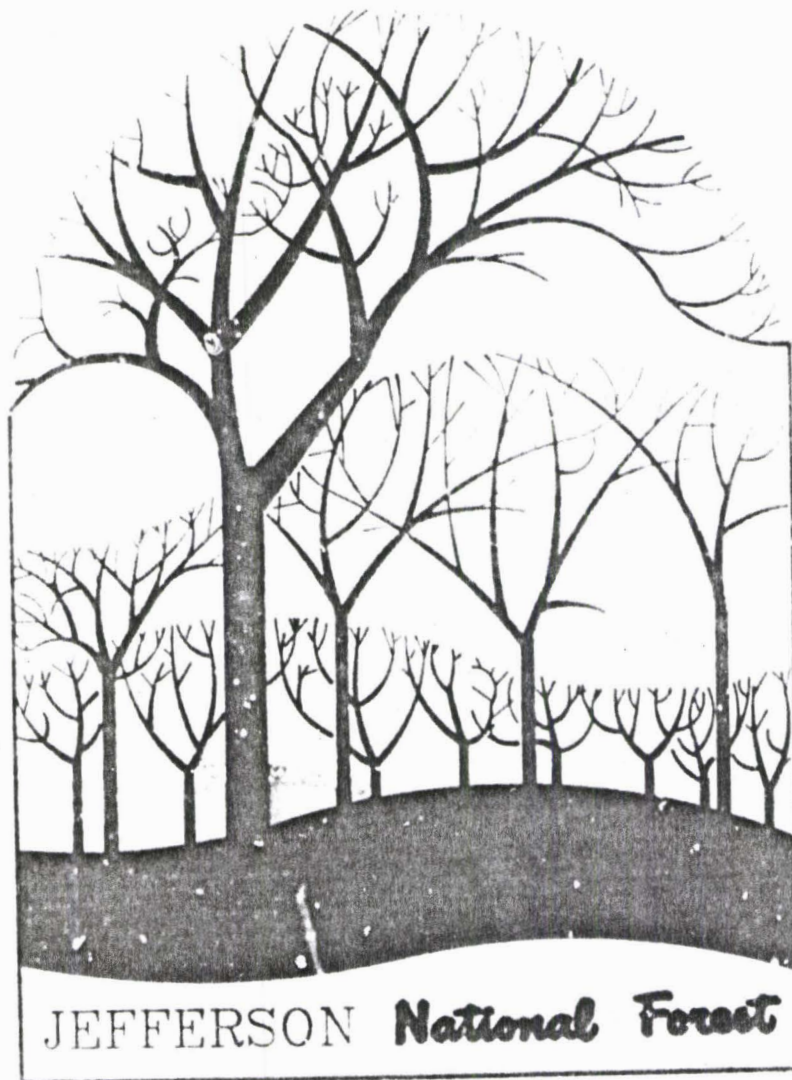


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Recommendations For Expanding
The Role of Volunteers
In The Jefferson National Forest



Clemson Short Course Project
Clemson Class of 1987
Final Draft
Harry T. Fisher

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RECOMMENDATIONS FOR EXPANDING
THE ROLE OF VOLUNTEERS
IN THE JEFFERSON NATIONAL FOREST

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This paper was prepared as a student project in partial fulfillment of the requirements of the Professional Development for Outdoor Recreation Management Programs at Clemson University. It in no way reflects USDA Forest Service policy nor are the opinions expressed by those of anyone other than the author.

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Title: Recommendations for Expanding the
Role of Volunteers in the Jefferson
National Forest

Abstract: This study makes recommendations for improving and expanding the role of volunteers in the Jefferson National Forest. It discusses the history and use of volunteers and elements of successful volunteer programs. It then reviews the use of volunteers on the Jefferson and makes recommendations to the Forest Supervisor, Recreation Staff, and District Rangers.

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I. EXECUTIVE SUMMARY

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The purpose of this study is to make recommendations to improve and expand the volunteer program on the Jefferson National Forest. Information was gathered from literature, publications, interviews and discussions.

Several things influenced the selection of this topic. While there has always been more work in recreation than funding and manpower, the Land and Resource Management plan has identified even more needs. During the planning process the public expressed an interest in becoming more involved in Forest management. It had also been some time since the Forest's volunteer program had a review.

The project analysis is in two sections:

1. A brief history of the use of volunteers by the Forest Service and elements of successful volunteer programs.
2. A discussion of volunteer programs on the Forest with recommendations for expanding the program.

The first section provides the background information to help understand the reasons for the recommendations in Section II. It pulls together information and recommendations from numerous sources and others experience.

Section I stresses that while volunteers don't receive payment, they aren't free. Costs include money for recognition, lodging, subsistence, and time for staff administration and management. It also stresses that volunteers have needs and the key to a successful program depends on how well these needs are matched with the agencies needs. One area of volunteer management is recognition. It is very important that volunteers receive recognition for the significance of their effort.

In section II volunteer opportunities are classified into two types, individual and volunteer partnerships. In the past much of the Forest Service's use of volunteers has been individual volunteers. While continuing the existing individual programs the Forest should look for additional opportunities. Two important opportunities identified are the expansion of the role of the campground host program to other duties in campgrounds e.g. volunteer

maintenance positions, and the implementation of a volunteer wilderness specialist position.

The best opportunity for the use of volunteers on the Forest may be volunteer partnerships. Volunteer partnerships offer numerous advantages from saving the FS time and manpower to increasing the respect, trust, and communication between the FS and the partners. There are a number of volunteer opportunities on the Forest for involving interested organizations and groups in hands-on project implementation. Opportunities include expansion of the Appalachian Trail Konnarock Summer Volunteer Program to three crews, expanding the Mount Rogers NRA Interpretive Association with a new outlet at the Natural Bridge Visitors Center, and building a Cultural Resource volunteer program around a cooperative agreement for lab space with the Roanoke Valley Museum. Many of these projects may make excellent challenge cost sharing proposals.

Volunteer program management recommendations for the Jefferson are also found in section II. A Forest Volunteer Opportunity Guide was one of the most important recommendations. This booklet would help prospective volunteers match their needs with those of the Forest. Other needs and opportunities include designation of unit volunteer coordinators, more emphasize on volunteer training, adopting a Forest wide recognition program, expanded recruitment efforts, and more emphasize on good reporting and credit for the work being done with volunteers.

II. STATEMENT OF PURPOSE

The Jefferson National Forest has always been a leader in the campground host program, the Konnarock Appalachian Trail program, and other volunteer programs. These are changing times however, with increasing demands on the Forest Service to involve the public in Land Management.

This paper will review volunteer programs and ideas that have been used successfully. It will look at how these might be used in expanding the use of volunteers in the Jefferson recreation program.

Specific objectives are:

- Review the relationship of volunteers and the Forest Service.

- Review many of the elements of successful volunteer programs.

- Review volunteer programs and opportunities on the Jefferson.

- Make recommendations on improving and expanding the recreation volunteer program on the Forest.

It is not the intent of this report to set up a rigid Forest wide volunteer program, but to come up with ideas and recommendations to help the SO recreation section and the Districts take advantage of volunteer opportunities.

III. LITERATURE REVIEW

SOUTHFORNET made literature searches using key words: "Volunteers in National Forest and Parks" and "Interpretive Associations". Of the 24 sources identified only a few were mailed, and of these, four were useful.

A review was made of the Forest Service Manual and Handbook system, the Forest Service guide Working with Forest Service Volunteers, and Forest Service booklets Volunteers in the National Forest No. 1-5. These were helpful in providing basic rules and guides for National Forest volunteers.

Information in the Forest recreation library provided source material for much of the paper.

One of the best written sources was Organizing Outdoor Volunteers, a new book published by the Appalachian Mountain Club. Jerry Coutant mailed copies to this years Short Course participants.

Volunteer opportunities and management was discussed with Kay and Phil Lanasa, "volunteer" volunteer coordinator on the George Washington N.F.; Betty Myers, Region 8 volunteer coordinator; Mike Dawson, Appalachian Trail Conference Field Representative for Virginia; Rema Farmer, ATC Trail Coordinator; and Theresa Duffy, Resource Coordinator with the Virginia Division of Parks and Recreation.

A questionnaire was used to obtain initial information from the District Rangers. They were also given an opportunity to provide additional input and comment on the project.

A timely opportunity was the First Annual Jefferson National Forest Conference. A panel discussion on volunteering and involvement of the public on the Forest included: Hal Cantril, Wilderness Resource Council; Mike Dawson, Appalachian Trail Conference; and Art Rowe, District Ranger, National Forests of North Carolina.

Another helpful source was a field trip to the Pisgah District with 9 District Recreation Assistants and Technicians. This two day trip provided an opportunity to visit the Shining Rock Wilderness and other recreation resources. It also provided the opportunity to talk to Russ Weatherly, volunteer caretaker at the Cradle of Forestry and Joe Nesbitt, volunteer wilderness specialist.

IV. METHODOLOGY

The methodology used was to study written information and talk with people in the Forest Service and other agencies and organizations. This information together with notes from the Clemson Short Course, and several timely memos on challenge cost sharing was reviewed. Alternatives were evaluated and recommendations made for the Jefferson National Forest.

V. ANALYSIS

VOLUNTEERS AND THE FOREST SERVICE

VOLUNTEERING

Volunteering is not a new idea. Its roots are deep in American tradition. People have always worked together on projects that benefited the community. Examples in land stewardship include:

Early guides cleared and maintained trails, and the Appalachian Mountain Club maintained public trails and facilities since the late 1800's.

Important to Eastern Forests is the 2,000 mile Appalachian Trail that was conceived, built, and now maintained almost entirely by volunteers.

Also important to the Eastern Forests is the old Fire Warden system that was established using local citizens to fill the gap between the fire suppression needs at that time and the Forest Service's limited resources.

People volunteer for different reasons. It is important to remember that while some volunteer because a public need exists, the majority volunteer to fulfill their own needs, e.g. personal growth, an opportunity to gain an increased appreciation and awareness of nature, self fulfillment, educational experience, or in the case of retired people, something to do. See Appendix A for a list of additional reasons.

In meeting the individual needs, volunteering can be a constructive way to meet the agency's needs as well as be useful and supportive to others. Recognizing that volunteers have needs, and matching those needs with the agency's is the key to successful volunteer programs.

VOLUNTEERS AND THE FOREST SERVICE

Through the years many people have been interested in donating time and services to assist the Forest Service, but before 1972 there were two barriers to utilizing volunteer's time and talents. First, a volunteer wasn't covered under the Federal Employees Compensation Act or the Federal Tort Claims Act. Second, many people, especially senior citizens and students, needed some assistance to defray the incidental costs of travel, etc. involved in donating services. The Volunteers in the National Forest Act provided authority to reimburse volunteers for some expenses and gave volunteers protection from injury and claims. It recognized the many Americans who wanted to give their time and skills to public service.

Specifically, the Volunteers in the National Forests Act of 1972, as amended, authorized the Secretary of Agriculture "to recruit, train, and accept, without regard to the civil service classification laws, rules, or regulations, the services of individuals without compensation as volunteers for or in aid of interpretive services, conservation measures and development, or other activities in and related to areas administered by the Secretary through the Forest Service." The act authorized the Secretary to provide for incidental expenses, such as transportation, uniforms, lodging, and subsistence for volunteers.

As authorized by law, the objectives of the Volunteers Program is to allow the Forest Service to legally accept volunteer services as either individuals or

groups to further the mission of the Forest Service in managing the National Forests.

With passage of the Volunteers in the National Forest Act, the Forest Service was an early leader in using volunteers. Volunteer benefits to the Forest Service are many. The most obvious benefit is an increase in manpower at minimal cost. This manpower supplements paid staff and permits an expansion of services. It brings a wealth of skills, knowledge and abilities with positive, productive attitudes. This can give staff more free time to work more effectively.

Volunteers challenge the Forest Service by bringing to the job the needs and desires of the public. They can also become credible advocates of Forest Service management and supporters of its missions. When volunteers help in actual projects, there is the closeness of the one-to-one approach and the satisfaction of working toward a goal. This closeness is hard to find in normal public input sessions and in meeting rooms.

TYPES OF VOLUNTEERS

Volunteers in public land management can be broken down into two broad types:

The most common is the individual or group working directly for the agency as unpaid employees.

The second is the volunteer partnership between organized volunteers and the agency.

The individual program is the common approach on most Forest Service units. Examples include campground hosts, wilderness volunteers, and one time scout projects. The disadvantage of this approach is that the agency has to use its limited staff to recruit, train, supervise, evaluate, and reward volunteers for each project or season. Advantages are that often the projects are relatively simple and this approach offers greater agency control.

The volunteer partnership is a relationship between volunteers and the official land managing agencies, whereby the volunteers share a significant long-term relationship rather than simply completing one-shot tasks. Examples would be a Sportsman Club that agrees to maintain wildlife clearings and hunter access roads or Trout Unlimited agreeing to build and maintain stream structures on a trout stream.

Volunteer partnerships have three important characteristics:

There is mutual respect, trust, and regular communication between the organized volunteers and government agency staff.

The volunteer partner does not function as an advisory group, but is an active participant by accepting meaningful land management responsibilities.

The volunteer partner is generally supportive and cooperative, not adversary.

ELEMENTS OF SUCCESSFUL VOLUNTEER PROGRAMS

COMMITMENT AND COSTS

We all know successful volunteer programs can provide manpower for projects that wouldn't otherwise be available. Volunteers don't receive wages or salaries. However, they aren't free, and without the willingness or commitment to run a successful volunteer program, it is probably better not to try to use volunteers.

A successful volunteer program requires time, work, organization, and money, but if properly supported, the value of projects and better communication and understanding can be high.

Funding is needed for supplies, transportation costs, actual subsistence costs, uniform components, volunteer vests and caps, lodging, and recognition.

Management time is required for program planning, recruitment and placement, project planning, direct management and supervision, evaluation, and recognition.

To have a successful volunteer program, time and money must be allocated at the same time that funds are planned or budgeted for other activities.

RECRUITMENT

In recent years recruitment of volunteers has become more competitive. There also are more enticements to lure volunteers, e.g. providing three way hookups, furnishing housing, and awarding free passes for cabins and other privileges in some state parks and private resorts. As an example of what prospective volunteers are looking for, in one day while working on this paper, our office received three inquiries for campground host positions on the Forest. All three asked for full hookups. See appendix B for one of the letters.

In recruiting volunteers it is important to market volunteer opportunities and target groups most likely to be interested and qualify, e.g. advertise for volunteer wilderness specialists in magazines and other publications trail and wilderness advocates might read.

After identifying marketing opportunities, there needs to be a system in place to handle inquiries and help volunteers match up these opportunities with their needs. See Appendix C, a typical inquiry. Successful recruitment depends on how well this is accomplished.

Plan ahead; volunteers like to. When recruiting through universities, magazines, and volunteer catalogs, it often requires as much as eight months lead time. See Appendix D for recruitment marketing sources.

Often an individual will contact a number of places at once. They have made the decision to spend some time as a volunteer, and they are anxious to firm up their plans. This was the case when volunteers Kay and Phil Lanasa first chose to work with the Warm Springs Ranger District on the George Washington National Forest. Kay said they looked at what the units had to offer and considered the time in which they responded. If the Warm Springs District had been slower in responding, they would have chosen another place, and the District would have missed the opportunity to get two excellent volunteers that have worked now for three years managing and recruiting volunteers on the District.

VOLUNTEER MANAGEMENT

In most respects, volunteers should be managed the same as regular Forest Service employees. There are, however, several important differences. The most important point to remember is that their pay isn't in the form of a pay check but in meeting their needs. It is important to match meaningful work with the needs of the volunteers and to give timely rewards to recognize their work. Volunteers can "walk" if not treated properly or their needs aren't met. Worse, they may spread the word to other potential volunteers.

As with managing employees, it's important to have an understanding of what is expected of the volunteer and what type work they will be doing. A written job description should be prepared. See Appendix E for an example. If they are needed for other work, they should be asked if they would like to help with that type work before committing them to something not agreed on when they volunteered.

It is important to involve volunteers in planning, etc. and is equally important to involve paid staff in the volunteer program. It should be emphasized that the volunteer program is a unit program and should involve all staff and employees even if the volunteers aren't working in their resource area. There is real danger that paid employees will feel threatened by the volunteer program; therefore, it is important to involve employees early and continue to update them.

It is important that everyone be involved and supportive of the program, for experience in many places has shown that an important key to a successful program is staff acceptance. Get acceptance at the lowest possible level; if the first line employees aren't willing to put forth an effort in recruitment, training, and supervision, volunteer enthusiasm will be low and enrollment will dwindle.

Only participate if the unit is willing to pay the cost to support a good program. Also, start small and don't fill any volunteer position unless its needed, and well planned and supported.

A volunteer coordinator can greatly improve program planning. The coordinator would be the central authority with responsibility for the volunteer program. Typical responsibilities include recruitment, applicant screening, placement in unit projects, orientation, training, recognition, evaluation and record keeping, reporting, and providing evaluation feedback on Volunteer Program

accomplishments. One person on each unit should be assigned the responsibility of coordination of the program.

On most projects the volunteers will actually work under the direct supervision of paid staff specialists and not the coordinator, but will maintain contact with the volunteer coordinator. Project supervision and planning is normally left to the staff specialist in the area the volunteer is working. In any type of organization, it is important that the volunteer and the coordinator have a clear delegation of authority. Appendix F gives the duties of the volunteer coordinator.

There are two alternatives for volunteer coordinators. Either use a paid employee or find a volunteer who has an interest in being a manager and can recruit, coordinate project work with functional staff, prepare reports and award recommendations. If a qualified "volunteer" volunteer coordinator is found, advantages include less cost and a better understanding of the volunteers. Sometimes there may be the added advantage of even better managerial expertise than the Forest Service has available on the unit.

Maybe the most important thing to remember in managing and working with volunteers is to be enthusiastic and accept volunteers as part of the team. They must be made to feel needed and their work valued. Appendix G gives 12 helpful statements that should be considered before using volunteers. Appendix H lists rights of the volunteer and of the agency. Both of these provide helpful information that should be remembered.

RECOGNITION

The greatest award the volunteer can receive is the personnel satisfaction derived from the work experience and the appreciation expressed to him by agency employees.

Special recognition can vary according to the agency imagination and should be appropriate to the significance of the volunteer accomplishment, e.g. certificate of appreciation, articles in local news papers or agency newspapers and letters, recognition at luncheons, T-shirts, caps, name tags, public praise at various functions. No matter what the volunteer contribution, the most important recognition you can give a volunteer is a simple handshake.

Many units have found it helpful to combine volunteer awards and recognition with those of regular Forest Service employees, e.g. at safety meeting or covered dish meal. Combining the two help make volunteers feel like part of the District or section.

EVALUATION

Evaluation is the final step to the success of a volunteer program for it is important to continually refine and improve the program. While there are various methods of evaluating the volunteer program, it is suggested that the volunteer evaluation session be informal. The main thing is to just let volunteers know how they are doing and give suggestions for improving. It is

also important to ask the volunteer for feed back on the program and how they think it can be improved.

In evaluation of the program, it is important to keep a record on the number of hours worked and the quantity of work accomplished. This is necessary so that the volunteers can get credit for their time and work, and the unit get credit for their effort. Most units assign responsibility for time keeping to the individual volunteer or the leader of a group of volunteers.

VOLUNTEER OPPORTUNITIES ON THE JEFFERSON NATIONAL FOREST

SHORT TERM AND INDIVIDUAL VOLUNTEERS

Campground Hosts

The campground hosts program is going strong, but there are problems developing in filling positions. There also are opportunities in some campgrounds to expand the program to areas such as full time volunteer maintenance, fee collection, and interpretive positions.

Some of the problems in filling positions apparently are because our volunteer trailers are either in poor condition or in some cases destroyed. An example is on the Clinch RD where one of the trailers isn't fit to stay in and another was burned this past year. While FS trailers aren't necessary in many campgrounds, e.g. more popular campgrounds on the NRA, they are helpful in getting volunteers for the Clinch and in some small remote campgrounds on other Districts. Another problem is the lack of communications at night and on weekends in small remote campgrounds, e.g. White Rocks. Also as mentioned earlier, many volunteers are looking for three way hookups. The lack of hookups hurts our recruitment efforts.

Recommendations for expanding the volunteer role in our campgrounds include:

Increased recruitment in magazines such as Trailer Life and through the Good Sam placement service. Work toward enough hosts to limit stay to one month per season in popular campgrounds.

Obtain additional volunteer trailers or other suitable housing for the low use recreation areas.

Take advantage of opportunities and recruit volunteers for non-traditional duties such as contracting for fee collections, interpretive services, and maintenance.

Where opportunities exist, put in several camping spurs or volunteer villages for maintenance and fee collection volunteers. If additional sites for volunteers aren't feasible, use existing sites in the camping spurs.

Provide all amenities, e.g. hookups. Also provide telephone service if feasible or provide the best radio communications possible.

The cost of improvements needed to attract campground volunteers needs to be planned along with other recreation reconstruction projects. Given the positive returns from a good volunteer program, these improvements should be high priority.

Wilderness and Trail Volunteers

Volunteers haven't worked regularly in the nine wilderness areas on the Forest. There is, however, some occasional trail volunteer effort, e.g. the Wilburn Ridge Pony Association spent a weekend pulling old culverts out of the Lewis Fork Wilderness, and the Appalachian Trail Clubs sometimes use Ridge Runners through the wildernesses.

There is some opportunity on all Districts for Wilderness Specialists and/or trail maintenance and construction crews. The best opportunity is on the Mount Rogers National Recreation Area with the two wilderness areas and the open Crest Zone between. This area is heavily used for hiking, backpacking, horseback riding, fishing, and berry picking. There are numerous opportunities and challenges for volunteers with a cabin available to serve as a base camp.

A minimum of two positions at a time should be filled in the High Country this summer. The program should be expanded on the NRA and other Districts next summer for both wilderness specialists and trail maintenance crews. In expanding the program, housing will be a major consideration. Obtaining additional camper trailers or house trailers may be the solution in places. Another possible solution may be for Job Corp to prefab housing.

Other Opportunities

The Student Conservation Association is a non-profit education organization that places high school and college age volunteers in conservation projects. Their preference for these resource assistant positions are back country opportunities. While the Forest hasn't used the SCA Resource Assistant program in recent years it should be a wilderness and trail specialist recruitment source next year.

An important program the last 2 summers on the NRA has been the American Hiking Association Sponsored Vacation Volunteers program. This program allows volunteers to spend their vacations working on a volunteer conservation crew working in National Forests or National Parks.

Other volunteer programs include: using Boy Scouts for Eagle Scout Projects and scout troops to maintain or construct trails, local civic clubs to help on projects, Navy Seabees to do bridge decking, riding clubs to maintain horse trails, and high school students to help with short term needs in the areas they are studying.

The continued use of these programs plus additional programs used successfully elsewhere are recommended.

PARTNERSHIPS

Appalachian Trail Clubs and the Konnarock Summer Volunteer Crew

The Appalachian Trail Conference and the six local clubs maintain over 300 miles of the Appalachian Trail through the Jefferson. In addition to the maintenance efforts of the local clubs, the Forest Service and the ATC jointly operate a 12 week summer volunteer program. The purpose of the Konnarock summer volunteer program is to augment the efforts of the local AT maintaining clubs in heavy construction and maintenance and to complete trail relocations brought about by state and federal land acquisition to protect the trail. The volunteers are housed in the YCC camp next to the NRA's work center. By staying in spike camps they work on 4 National Forests and National Park Service lands.

The Konnarock program gets more volunteer applications than they have positions. Two opportunities exist to expand the existing program. The first would be to build additional living space at the YCC camp. The Virginia ATC Representative has indicated a willingness to contract with the Forest Service for supervision and other expenses if the crew stayed at the camp. These crews would be available for non AT trail work, open area management, and wilderness work on all Ranger Districts.

The second opportunity would be to fund a small crew similar to the Konnarock Program and house them elsewhere on the NRA or another District.

Working with the AT Conference to utilize the existing Konnarock Camp is the preferred alternative. This would be the easiest, and adding additional sleeping space would be as cheap as other alternatives for providing living space. This would utilize the Konnarock organization and expertise which already exists and save the Forest Service recruiting, hiring, and training supervisors, etc.

To accomplish this it may be necessary to pool money each year between Districts. Total accomplishments would be higher than force account or contracting. While funds have been tight in trails and other dispersed recreation type work and it has been hard to fund permanent personnel, the outlook is for improvements in recreation funding.

Interpretive Associations

Interpretive Associations provide a valuable service to the public and use their profits to fund Forest Service projects. In some places the Forest Service is also beginning to contract with them to administer campgrounds, thus saving money and providing better service at the same time.

There is one Interpretive Association on the Forest, the Mount Rogers Association, with one sales outlet. The Association had no revenues in 1986, but through the efforts of the NRA Area Manager, it is presently active with receipts of \$2,000 in 1987. This year they are planning to expand with a small sales outlet on the neighboring Wythe District.

The long range goal should be an outlet in every District on the Forest and the SO. With its high visitor rate and accessibility to I-81 the Forest Service's

Visitor's Center at Natural Bridge is the most logical location for the next outlet or a new IA.

There are pros and cons on utilizing the existing IA or forming a new one. Most Forests try to utilize the existing IA to avoid the work of forming new ones. Utilizing the existing IA and increasing the outlets is recommended for the Jefferson. Details on bookkeeping and ordering would have to be worked out between the different units, and other IA's could offer suggestions on how best to handle.

If the Glenwood RD utilized the NRA's outlet, they would need a local advisory board of nature oriented individuals. With a local advisory board there may be more local support for the Visitors Center and local volunteers to supplement senior citizens manning it.

Another opportunity would be to expand the role of the Interpretive Association on the NRA and the remainder of the Forest to involve more citizens to help in the total interpretive program. This is important for there should be more emphasis on interpretation as a basic and essential part of the complete and well rounded program. The role of resource management interpretation can be significant as the public questions our management decisions.

Wilderness Planning Committees

The Forest Service and the Virginia Wilderness Resource Council have been preparing wilderness implementation documents for nine new wilderness areas on the Forest over the last two years. While the planning effort has been successful and is used as a model for other Forests, actually getting a strong independent wilderness organization to work as partners with the FS has not been accomplished.

Perhaps too much focus has been on creating the organization early on. Now with most implementation needs identified, it is time to encourage the committees to take the lead in implementing projects in each wilderness. With successful hands on project implementation, interest in the organization may increase to the point we have a true partner in managing the areas.

Adopt a Trail

While The Adopt a Trail program is widely used elsewhere, the Jefferson has had little success except for the AT and a few side trails the local Appalachian Trail Clubs have taken maintenance responsibility for. Several Districts also have scout troops that maintain some trails.

The Districts need to identify the trails they can maintain and let interested groups and organizations know the others are up for adoption. As other needs are identified in the Opportunity Area Analysis planning process, many trails will need to be added to the list. These need to be aggressively marketed to the interested groups or organizations. The SO should also support the Districts in their effort by placing priority on funding the coordination of the volunteer efforts.

Partnerships with Organizations

Many organizations have come forward through public involvement and worked with the Forest Service to identify specific projects and needed emphasis in different resource areas. For example: Equestrian interests are advocating 200 miles of horse trails on the Glenwood District, and the Appalachian Forest Products Group is interested in activities that increase the value of the Forests to the local residents. The Wilburn Ridge Pony Association is interested in protecting their riding opportunities on the NRA, and the environmental organizations are interested in good management of soil and water resources, wilderness, recreation, etc.

Several topics discussed at the Jefferson First Annual Conference on January 23, 1988 lend support to the need for organizations to be more involved with on the ground projects. It was noted that there is a need to bridge the gap between the land management plan and Forest funding. See appendix I. Also the Citizen Task Force spokesman emphasized there is real substance in their relationship with the Forest Service and people want to stay involved.

Another point emphasized at the Conference was that the Forest Service has completed a planning process, and now is in a position to carry out plans in a short time if funding and manpower were available.

The Forest should look at non traditional ways of meeting public needs. There is a need to identify non funded projects that the public wants and look for opportunities to accomplish them through partnerships, joint ventures, challenge grants, franchising, and other "creative" ways. Each District should identify at least one project and market it.

In marketing these projects it is important to remember that the people who provided input into our planning may not be the ones who will get out and do the actual work. They may be the planners and organizers and this would be their role in implementation. The new book Organizing Outdoor Volunteers by the Appalachian Mountain Club is a good reference for working with organizations and building successful partnership organizations.

Cultural Resource Program

The Forest program has been working with the Roanoke Valley History Museum and the Roanoke Science Museum putting on a field school each summer for about 30 teachers. The program consists of six night lectures and two weeks of F.S. volunteer work.

Another opportunity for using volunteers in the Forest Cultural Resource program is assistance in analysis and filing of artifacts. To do this, lab space is needed. While it is preferable to rent space, this is probably not feasible due to funding limitations. An alternate choice is to continue to work with the Roanoke Valley History Museum and work on a cooperative agreement for lab space. This is the direction presently being pursued.

The positive direction being pursued with the field school and cooperative work with the Roanoke Valley History Museum should be continued. If successful in

obtaining the lab space, work with the museum to recruit additional volunteers for analysis and other work is recommended.

Challenge Cost Share

While challenge cost share agreements have been used on the Forest for several wildlife projects, this is the first year recreation has had an opportunity to ask for funding specifically for these grants. One project, a handicapped project around Beartree Lake on the NRA is being funded in FY 88.

An excellent example of a challenge cost share project being pursued on the Clinch RD with the Southwest Virginia Sportsman Association. They are interested in constructing a trail around Lake Keokee, adopting three wildlife clearings, stream structures and building wood duck boxes. These projects are a combination of wildlife and recreation resource opportunities.

All units need to look at projects the RO could fund. In addition to these, there is the opportunity to use the cost share approach on a Forest wide scale. An example would be implementing the backlog of trail and trail bridge construction and reconstruction identified and being identified on the Forest. The Forest should increase priorities of funding the cooperative projects where returns on the investments will be higher due to partnership contributions.

RECRUITMENT AND PLACEMENT

Most of the Forest recruitment is by word of mouth from past volunteers and by the Forest Service making contacts with organizations. Most advertising in recent years has been in Helping Out in the Outdoors. This year the Forest is advertising in four outdoor magazines and outdoor placement services for volunteer wilderness specialists for the Mount Rogers High Country. Also several Districts have sent information on campground hosts to the Good Sam placement service.

The the SO and the Districts should continue to share responsibility for recruitment. A volunteer booklet that provides information on the Forest volunteer opportunities and general information on each District and the Forest is recommended. Whenever someone inquires into volunteering opportunities, this booklet can be handed to them or mailed immediately. The prospective volunteers can look at the different opportunities and see how the job, location, and housing fit their needs. They can correspond directly with the unit about the job they are interested in. This same volunteer information should be provided in the Forest Tabloid and at the Annual Forest Conference. This system would force us to plan ahead and also help the volunteers match their needs with ours.

VOLUNTEER COORDINATION

Volunteer coordination is normally assigned to the Resource Assistant or a key technician on each Ranger District. Sometimes this is in the job descriptions and sometimes not. In most cases this is considered an insignificant part of their job.

The Forest doesn't have a Forest Volunteer Coordinator. Within the recreation section, the Forester with developed sites responsibilities is responsible for the recreation volunteer program in that area and the recreation clerk is responsible for coordinating the advertising needs and recruiting.

In a related area, Human Resource Coordination is under the Administrative Officer.

Four organization alternatives are considered:

Leave the human resource duties under the PAO. Don't assign anyone as the Forest volunteer coordinator, no action.

Transfer volunteer coordination to the AO.

Transfer volunteer coordination to the personnel section.

Transfer volunteers and possibly HRP coordination to the recreation section.

The volunteer coordination responsibility should be transferred to the Recreation Staff for further delegation. While this isn't a clearcut organization, it appears workable, and more importantly, it should provide the initiative for an aggressive volunteer program. This would not take away from the opportunity for other staff to encourage volunteers in their resource areas and to tie into the volunteer programs, recruitment, and initiatives. The volunteer coordinator would support these other resource areas. No additional funding would be needed for the coordination, but it should be recognized that at least 15-20% of a coordinators time needs to be spent working on support of the program.

An argument could easily be made to transfer the HRP program to the recreation section also, but this doesn't seem necessary and without additional personnel in recreation, one of the programs would suffer.

The Rangers should also designate a District volunteer coordinator. The coordination of the District program should be in the employee's job description and they should be given enough time to do the job.

Needless to say, if the SO or the Districts have the opportunity to pick up a qualified "volunteer" volunteer coordinator, by all means, do so.

TRAINING

Training is a two part opportunity, for it is equally important to train the volunteer manager and supervisor as it is to train the volunteer. Training of volunteers should include orientation and initial training. It also should include continuous updating and training, and most important, it should include safety training. The safety training is an especially important challenge for us since many volunteers don't have the benefit of the work experience and skills FS personnel have.

VI. RECOMMENDATIONS

Recommendations identified in this report are as follows:

1. Expand the role of volunteers in campgrounds by establishing campground maintenance, fee collection, and interpretive services positions.
2. Fill volunteer wilderness specialists positions in the NRA High Country in 1988. Expand the program to other Wilderness Areas in future years.
3. Expand the Konnarock summer volunteer program to three crews. The third crew would be available to work in other resource areas besides the AT.
4. Expand the Mount Rogers Interpretive Association by opening an outlet in the forest Service Visitors Center at Natural Bridge.
5. Encourage local wilderness committees to take the lead in hands on implementation of the projects identified in the Wilderness Implementation Documents.
6. Identify and market "Adopt a Trail" and "Challenge Cost Share" opportunities.
7. Continue cooperative efforts for Cultural Resources lab space and local volunteer assistance.
8. Prepare a Jefferson N. F. volunteer opportunity booklet for recruiting.
9. Both the S.O. and Districts should designate unit volunteer coordinators and look for "volunteer" volunteer coordinator opportunities.
10. Take advantage of volunteer training opportunities to improve skills and gain better acceptance of volunteers.
11. Finalize a Jefferson volunteer recognition system for individuals and Forest Service partners that gives recognition for the significance of the effort.
12. Do a better job of reporting and "toot our horns" to get credit for the quality job being done with volunteers.

VII. SUMMARY

This report makes recommendations to help the Forest expand the role of volunteers in managing the recreation resource. Its intent isn't to be a rigid Forest system, but to help the Forest identify and use volunteer opportunities.

One of the most important points is that to have a successful program employees have to be enthusiastic and supportive at all levels. The unit must also make a commitment in time and funding for while volunteers don't get a salary they aren't free.

A recommended approach to using volunteers is to identify all the resource activities needed on the unit. Identify those where funding and manpower don't allow implementation and see which of these could be accomplished by volunteers. Using this list develop a strategy to recruit and work volunteers in the areas identified. This will mean allocating time and money for accomplishment of these projects. It also may mean some reorganization and a change in the way things are accomplished.

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WHY PEOPLE VOLUNTEER

- | | |
|---|---|
| _____ Feel needed, important | _____ Escape |
| _____ Enjoy a challenge | _____ Personal contacts |
| _____ Opportunity to be creative | _____ Improve community |
| _____ Explore career change | _____ Have fun |
| _____ Gratitude for service received | _____ New ideas |
| _____ Create structure in day | _____ New friends |
| _____ Develop skills and experience | _____ Identity with a cause |
| _____ Update skills and experience | _____ Be close to the action |
| _____ Prepare for retirement | _____ To be a resource |
| _____ Status | _____ Find a mentor |
| _____ Get used to working again after
being ill | _____ Be a mentor |
| _____ Power, recognition | _____ Topic of conversation |
| _____ Learn about community | _____ Establish peer relationship |
| _____ Explore career field (Students)
with hands on experience | _____ Fill a court order |
| _____ Network | _____ Peer pressure |
| _____ Social Contacts | _____ Potential job |
| _____ Help friend, relative | _____ Look for a significant relationship |
| _____ Release guilt | _____ Be part of a particular group |
| _____ Volunteer time counts as work
experience on application | _____ Cure loneliness and boredom |
| _____ Increase skills to add to
resume | _____ Self-Improvement |
| _____ Academic credit | _____ Medical compensation if injured
on the job |
| _____ Public relations for employer | _____ Tax free subsistence |
| _____ Bring about social or
organizational change | _____ Possible room and/or board |
| | _____ Work in a particular environment |
| | _____ Excitement |

37 Ipanema Way
Fort Pierce, Fl. 34951

Hello:

My name is Seymour Siegel my wife's name is Frances. We are applying for the Volunteer position as Campground Hosts for the period from April thru September.

We have hosted for the Forest Service and Bureau of Land Management for several years and find the areas and people both campers and staff, to be very cooperative during our stay. Some of the services we have provided include visitor information, nature walks, evening trail hikes and interpretive programing plus compliance.

We are both in good health and feel qualified to accept your requirements. We do have our own camper and tow a car behind us. Having volunteered as far as the state of Idaho. We could reach your area without any problems.

Our only request during our stay is the campsite with full hook-ups. If our qualifications fulfil your needs we would appreciate an early reply.

Respectfully,

VOLUNTEER

Jan. 29, 1988

Dear Sir:

Would you please send me information on your volunteer positions in the Jefferson National Forest for this coming summer.

Last summer we were volunteers in the Chattahoochee National Forest in Georgia. We were campground hosts, worked on a new nature trail for the blind, and were rangers at Anna Ruby Falls Rec. Area.

Thanks for any info. which you can send.

Mal Martin

Mary J. Leppert

Box 1188

Geneva Fla

32732

APPENDIX D

PUBLICATIONS TO REACH PROSPECTIVE WILDERNESS AND TRAIL VOLUNTEERS

Helping Out in the Outdoors
c/o American Hiking Society
1015 31st Street, NW
Washington, D.C. 20007

Summer Jobs Announcement
The Nature People
P.O. Box 98
Warren, Wisconsin 54666

Environmental Opportunities
Box 670
Walpole, New Hampshire 03608

The Student Conservation Association Inc.
P.O. Box 550 C
Charlestown, New Hampshire 03603
(603) 826-5206 or 5741

Send list of positions to above address. They advertise expense paid volunteer position. Costs should be about the same as if we were providing subsistence or alittle more. Also we may need an agreement with the Student Conservation Assoc.

Editor
"NOLS Leader" (Careers Section)
c/o Natonal Outdoor Leadership School
P.O. Box AA
Lander, Wyoming 82520

The NOLS magazine requires a month or so lead time and charges a gee for the advertisement.

Professional Services
NRPA
3101 Park Center Drive
Alexander VA 22302
(703) 820-4940

NRPA mails advertisements to schools with recreation/forestry programs.

Rema Farmer with the ATC might also help pass on advertisements for back country positions on the Jefferson.

Appalachian Trail Conference
Washington and Jackson Streets
P.O. Box 807
Harpers Ferry, W. Va. 25425-0807

Sources of Advertising for Campground Hosts, Recreation Area Management, and Interpretive Work

Trailer Life
Editorial Business Office
29901 Aquara Road
Aquara, CA 91301

Good Sam offers a placement service now and doesn't run ads.

1. 600,000 people take Good Sam magazines. They send their applications for a volunteer position to Good Sam.
2. Meanwhile the FS and PS sends their needs in.
3. Good Sam matches and sends applications directly to the unit e.g. John Cook's application directly to NRA. NRA needs to respond to John Cook immediately so that if he isn't used on the NRA he can be placed in another position.

Good Sam wants applications by August 15 for the following season.

JOB DESCRIPTION

VOLUNTEER WILDERNESS SPECIALIST

A. Introduction

This position is located on the Mount Rogers National Recreation Area, Jefferson National Forest near Marion, Virginia.

B. Duties

As a Wilderness Specialist, the incumbent performs a variety of duties connected with the management and protection of the Lewis Fork Wilderness Area, Little Wilson Creek Wilderness Area and Crest Zone commonly call the High Country. Duties include:

- Makes personnel contacts with visitors to the area, both at trailheads and within the area itself providing information on minimum impact camping, the Wilderness Act, and other recreational opportunities in the area. May also contact groups outside the areas to educate them on wilderness use.
- Performs maintenance and clean up in the areas including dismantling fire rings and naturalizing camp sites.
- Maintains trails and trailhead facilities including signs, bulletin boards, and trail counters.
- Posts and maintains wilderness boundary signs.
- Monitors and inventories resource conditions, use, and visitors actions.
- Maintains gates, stiles, and fences.
- Keeps a log of activities performed and contacts made to help evaluate visitor use.
- Supervise and/or coordinates with other volunteer groups engaged in work in the area.
- Assists the Forest Service in Trail condition survey and trail layout.

C. Season and Work Days

Positions are needed from May 1 to October 1. Volunteers must be available for a month minimum and willing to work weekends.

D. Evaluation Criteria

Must be outgoing and friendly and have the ability to communicate effectively with people.

Must have experience in backpacking and camping and ability to live alone in a wilderness setting.

Must have experience in trail maintenance and ability to use trail maintenance tools.

Must be at least 18 years old and in good physical condition. A physical exam may be required.

Must have a valid state drivers license.

Personal transportation recommended and cabin can only be reached by high clearance vehicle or foot.

PROGRAM STAFFING

Duties of the Volunteer Coordinator include:

1. Insures that the program operates within guidelines of P.L. 92-300 and other related policies.
2. Establishes and maintains an individual and group volunteer locator system file, listing types of skills and interests of potential individual and group volunteers within the Forest zone of influence.
3. Develops and maintains a volunteer needs assessment survey on a quarterly basis for each management unit.

The need assessment survey is completed on a card entitled "Volunteer Position Request Form" and submitted to the Forest Volunteer Coordinator by unit coordinators.

4. Insures that an effective recruitment program is operational by making certain that an adequate number of volunteers are available to meet the unit's expressed needs. Referral goal is to provide three volunteer applications for each position opening.
5. Develops ways and means to publicly recognize individual volunteers and groups who have contributed to the Forest's mission.
6. Insures that reporting and accountability of program attainments are accomplished as prescribed in FSM 1830.
7. Provides program support services to all units, and provides a linkage with local and national professional volunteer organizations and groups.
8. Provides evaluative and program monitoring information on a quarterly basis or as needed.
9. Provides management updated information of any administrative policy changes or procedures as outlined in FSM 1830, or in Regional or Forest supplements.
10. Works closely with the Forest's Public Information Officer to effect timely publication of volunteer programming information by local media and service publications. Meets with interested outside citizen groups to encourage participation in the Forest's Volunteer Program.

Each management unit has designated a person to act as a Volunteer Coordinator as a collateral duty. This person is the unit's primary contact staff in all matters relating to the Volunteer Program operations.

Basic programming responsibilities of the unit Volunteer Coordinator include but are not limited to:

1. Submits unit's needs assessment to Forest Coordinator.
2. Interviews and places volunteers.
3. Insures that 1800-7 (Agreement for Individual Volunteer Services) and 1800-8 (Agreement for Group Sponsored Volunteer Services) are properly executed.
4. Provides proper orientation and safety training to volunteer workers.
5. Documents and reports volunteer work accomplishments annually on FS 1800-16, and provides evaluative feedback on Volunteer Program accomplishments.

APPENDIX G

The following are the 12 philosophical statements which the Alaska Division of Parks suggests should be considered by all agency staff before a commitment to bring in volunteers is made.

1. There is a need for volunteer services and this can be translated into clearly-defined jobs for volunteers.
2. Our professional tasks are clear so we may understand our own roles in relation to volunteers.
3. We can budget staff time to the effective implementation of volunteer programs.
4. Paid staff members, at all levels, have been involved in the proposal to use volunteers in agency programs, and will give support to the activities.
5. Our expectations of the level of volunteer performance are defined. We are prepared for unevenness of service, and turnover of workers which are almost always a part of such programs.
6. We can assign responsibility to one central staff person for coordination of volunteer activities.
7. We can make available supervision and training for the new recruits.
8. We are ready to accept the volunteers as colleagues, and to give them appropriate recognition for their services.
9. We will welcome a variety of volunteers so that our volunteer group will be truly representative of the total community which supports us.
10. There is readiness to use volunteer participation at every available level of agency service, up to including policy making.
11. We are prepared to modify agency programs in the light of volunteer contributions and possible enrichment of program.
12. We will help the volunteer see the implications for the whole community of the programs on which he/she is working.

APPENDIX H

The Alaska Parks Division, in a paper prepared for staff discussion, concludes with the following assertion:

"Every volunteer has:

"The right to be treated as a co-worker...not just free help...not a prima donna.

"The right to a suitable assignment...with consideration for personal preference, life experience, education, and employment background.

"The right to know as much about the organization as possible...its policies...its people...its programs.

"The right to training for the job...thoughtfully planned and effectively presented training.

"The right to continuing education on the job...as a follow-up to initial training...information about new developments...training for greater responsibility.

"The right to sound guidance and direction...by someone who is experienced, well-informed, patient, and thoughtful...and who has time to invest in giving guidance.

"The right to a place to work...an orderly, designated place...conducive to work...and worthy of the job to be done.

"The right to promotion and a variety of experience...through advancement to assignments of more responsibility...through transfer from one activity to another.

"The right to be heard...to have a part in planning...to feel free to make suggestions...to have respect shown for an honest opinion ...and by being treated as a bona fide co-worker."

"Agency rights:

"The right to receive as much effort and service from an unpaid worker as a paid one, even on a short hours basis.

"The right to expect an acceptance of conscientious responsibilities as to absence on the job...finishing work...or slipshod performances.

"The right to expect enthusiasm and belief in the work the agency is doing.

"The right to make a decision as to where the volunteer could best fit.

"The right to express your opinions about poor volunteer efforts in a diplomatic way and suggest a change to another volunteer job.

"The right to expect loyalty to the agency and only constructive criticism.

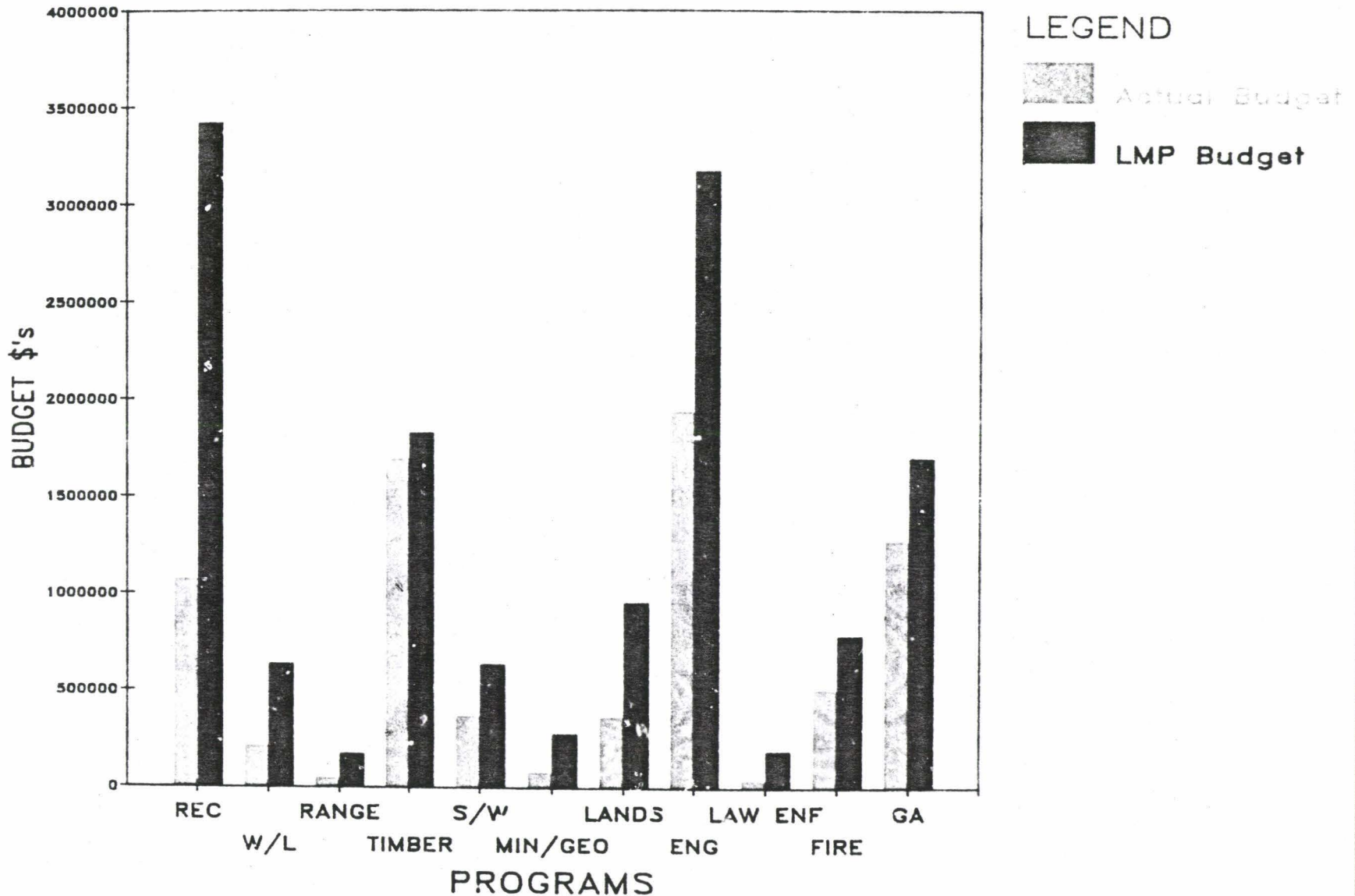
"The right to expect from the volunteer at all times clear and open communications.

"The right to maintain a balance between emotional and rational behavior, channeling emotionally into productive group effort.

"The right to expect from volunteers given leadership responsibilities of effective work productivity

"The right to release an undesirable volunteer."

JEFFERSON NATIONAL FOREST 1987 Budget (Actual and LMP Level)



Volunteer Recognition

Individual Volunteers

Short Term (one day or longer) - Standard thank you letter, news article, etc.

For special short term projects e.g. cleaning out a trail system after an ice storm, completing a multi-day wildlife project - Volunteer T-shirt

250 hours - Volunteer T-shirt

500 hours - Volunteer belt buckle

1000 hours - A volunteer pin and a letter of thanks from the Chief (FSM 1832.3)

2nd 1000 hours - Same category awards as 3 year safety awards, e.g. award knife, award jacket. Use volunteer logos instead of FS.

3rd 1000 hours - Same category awards as 5 year safety awards with volunteer logos.

Each 1000 additional hours - awards in the same category as 5 year safety awards

Campground Hosts Awards

All hosts - Volunteer Cap

One month or longer season - Volunteer Certificate of Appreciation and Volunteer T-shirt

Completion of second season (one month) - Volunteer belt buckle

For more than 2 seasons use number of hours of service for individual awards recommended for individual volunteers and supplement with District recognition e.g. media coverage, adding names to plaques kept at the unit.

1000 hours - A volunteer pin and a letter of thanks from the chief (FSM 1832.3)

Partnerships

Yearly recognition with plaques or other awards to be given at organization meetings.

News articles and recognition in the Forest Tabloid and Annual Forest Conference

Special Awards to individuals recommended by the organization for the most significant contribution to the FS projects during the year.